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ABSTRACT

A districtwide school safety project implemented in Saginaw, Michigan, in 1990-91, the third year of its operation, is evaluated in this report. The project is evaluated on the basis of the following objectives: employment and training of home-school liaison officers; establishment of an advisory council; development and implementation of school-based initiatives; and reductions in violence and vandalism. A review of records indicated that the first three objectives were met; however, the fourth was not. Reports of criminal or delinquent acts increased by 47 percent. The increase may be attributed to a normal cyclical pattern and increased probability of reporting. Recommendations for improvement include establishing documentation procedures for training sessions, measuring student/staff perceptions of violence levels, and developing basic security plans for each school level. Appendices, comprising about half the document, contain topics addressed in the training programs and council meetings, and a cost analysis for 1990-91. A table of violence and vandalism statistics is also included. (LMI)

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EVALUATION REPORT

SCHOOL SAFETY PROJECT:

PRODUCT EVALUATION, 1990-1991

DEPARTMENT OF EVALUATION SERVICES

- PROVIDING ASSESSMENT, PROGRAM EVALUATION AND RESEARCH SERVICES -

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SCHOOL DISTRICT OF THE CITY OF SAGINAW

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SCHOOL SAFETY PROJECT:

PRODUCT EVALUATION, 1990-1991

An Approved Report of the

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INTRODUCTION

Prior to the 1988-89 school year, campus security was a joint effort of the School District of the City of Saginaw and the police department for the City of Saginaw. However, budgetary cutbacks in the city eliminated the placement of police officers in the schools. To continue to provide an adequate level of security service, the school district formed its own internal campus police force.

This campus police force was supervised by a project director, a veteran police officer. This force originally was comprised of seven campus resource officers (CRO's), each of whom had previous police experience. The officers were deployed, one each, at the seven secondary buildings in the district. During 1989-90, this staffing lessened to six CRO s because there was one less junior high building in the district. It is currently staffed at six CRO's and it is anticipated that another will be hired in Summer, 1991.

To help underwrite the formation of this campus police force, a School Safety Project (SSP) grant was obtained from the Michigan Department of Education, under the authority of Public Act 183. Originally, this grant provided for the training and equipping of the CRO's, but it has now been expanded to include community involvement and safety planning intervention components.

The primary aim of the project is to reduce the level of violence and vandalism within the school district by providing a police force knowledgeable in the operations of a school system, in the needs and problems of an adolescent student body, and in effectively interacting with the people they serve (specifically, students, parents, school staff, and community members).

In 1990-1991, the third year of its operation, the project targeted five objectives, the employment of four people to be home-school liaison officers (HSLO's)[1], training of these employees, establishment of an advisory council to monitor the progress of the program, the development and implementation of school-based initiatives and interventions, and reductions in the instances of violence and vandalism. Performance against these objectives will be the focus of this evaluation. The procedures used will be described in the next section.

[1] HSLO's were assigned to Project Success.

EVALUATION PROCEDURES

During May and June, 1991, records were submitted to the evaluation department by the project director. The records detailed: both advisory council meeting and home-school liaison officer (HSLO) inservice training session dates, attendance, and discussion topics/agendae; officer developed, school-based security plans for each of the secondary school buildings; campus resource officer (CRO) inservice topics; uniform/equipment purchases; and the incidences of reported violence and vandalism occurring on school campuses during 1990-91. Records regarding incidences of reported violence and vandalism during 1989-90 were obtained from last year's evaluation report.

These records were reviewed and compared these data to the criteria levels specified in the grant. The project director and the evaluator also had discussions concerning the project, its aims, and project record keeping during the year.

The results of this review are presented in the next section.

EVALUATION FINDINGS

For each of the project's five objectives (HSLO employment and training, establishing a school safety advisory council, developing and implementing of school-based security initiatives, and reducing violence and vandalism), the grant specified an attainment criterion. A description of program performance against these criteria follows.

HOME LIAISON EMPLOYMENT

Between October and November, 1990, four HSLO's were to be hired. Personnel records verify that this was done, attaining this objective. However, it should be noted that the official dates of hire (and assignment to Project Success) for the HSLO's were in February, 1991.

HOME LIAISON TRAINING

HSLO's were to be provided training in their roles and responsibilities, and in topics relevant to those roles and responsibilities. All four (100.0%) HSLO's were to participate in this training.

Project Success records demonstrated that approximately 50 hours of training sessions were held locally and that all four (100.0%) HSLO's members participated in them. (The HSLO training topics are in Appendix A). This objective was attained.

Also, it should be pointed out that the inservice training for the CRO's continued (the CRO training topics are also listed in Appendix A) and additional purchases of uniforms and equipment (see Appendix B) were made during 1990-91.

ESTABLISHING A SCHOOL SAFETY ADVISORY COUNCIL

The grant specified that an advisory council be established to monitor the School Safety Project (SSP). A process review of this project, published in 1989, indicated that this had been accomplished and that the membership included representatives of students, local police departments, parents, teachers, school administrators, and other community members.

The grant also specified that at least four advisory council meetings would be held and that documentation of each meeting's agenda would be kept. Records indicted that four meetings were held during 1990-91. An examination of the minutes of each meeting demonstrated that the council is functioning as intended. (A list of the topics and concerns addressed at these meetings is in Appendix C.)

DEVELOPING AND IMPLEMENTING SCHOOL-BASED INITIATIVES AND INTERVENTIONS

A fourth objective specified in the grant was that the program would develop and implement school-based initiatives and interventions. In addition to logging reports of critical incidents as they occurred (the results of which are presented in the next subsection), each CRO assigned to a building developed a written security plan for his/her assigned building.

A June, 1991 review of these building security plans revealed that plans for senior highs detailed CRO activities which were limited to the respective building while plans for junior highs included CRO activities to be conducted in the respective junior high and in elementary buildings which would feed to that junior high. A listing of the major elements found in these plans can be found in Appendix D.

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REDUCING INSTANCES OF VIOLENCE AND VANDALISM

The grant specified that there would be a reduction in the number of instances of violence and vandalism between 1989-90 and 1990-91. In June, 1991, a review was made of the campus police reports for 1990-91. After reports which detailed non-criminal and non-delinquent incidents (e.g., lost property, personal injury/accidents) were excluded, a frequency count of criminal and delinquent[2] incidents, by year and type, was tabulated. (Some delinquent acts were included in this count even though they did not constitute a direct act of either violence or vandalism. These incidents [if undetected] may have led to or be indicative of future violent/vandalistic acts.) These data were then compared to 1989-90 reported incident data taken from the 1989-90 product evaluation.

A review of the comparative frequency counts (see Appendix E) demonstrated that some types of incidents increased in frequency and others decreased.

Among those which increased to a large extent are:

- Truancy (up by 48 instances);
- Possession of a weapon (up 16);
- Disorderly conduct (up 10);
- Larceny (up 10);
- Criminal sexual conduct (up 7);
- Malicious destruction of property (up 7); and
- Trespassing (up 5).

Among those which decreased substantially were:

- Assault (down by 7 instances); and
- Felonious assault (down 4).

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[2] In most cases, the perpretrators were juvenile; thus, those incidents, if adjudicated, would be classified as delinquent, not as criminal, acts.

Sixteen incidents occurred in one new category of note, possession of a beeper.[3]

Other types of crimes/delinquencies experienced a change of less than five instances, each.

However, overall, reported incidents of crimes and delinquencies increased by 120 (47.0%); this objective was not attained.

There are reason which may explain this increase occurred. Research has indicated that when a new police efforts are initiated, the number of reported incidents rises. This rise eventually plateaus and then tapers off to a decrease in reported incidents. The explanation being that as the new program inspires confidence in the ability of the police to do something about crime, crimes are reported which would have otherwise gone unreported. Further, an increased police presence increases the probability that an officer will be present as an incident occurs, again increasing the amount of reported incidents. The decrease occurs later when there is a realization that police act on the reported crime and less crimes occur (the probability of reporting still remaining high).

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[3] Possession of a beeper (or any other electronic communication device) on school and/or at a school related function except for a medical or an unusual reason, approved in writing by the building principal, is a violation of the district's "Alcohol and Drug Abuse Policy for Students". The reasoning is that such devices may be used to facilitate drug related sales.

SUMMARY

In 1988-89, the School District of the City of Saginaw established its own campus police force because campus security could no longer be provided by the Saginaw City Police. In order to help underwrite the formation of this campus police force, a School Safety Project grant was obtained from the Michigan Department of Education, under the authority of Public Act 183.

For 1990-91, the grant, which provided monies to equip and train officers, mandated five activities. In May and June, 1991, project records were reviewed to determine whether these activities had been successfully conducted. The chart below summarizes the results.

Activity	Attained?	Supporting Data
1. Hiring of HSLO's	Yes	Four HSLO's were hired.
2. Training of HSLO's	Yes	Approximately 50 hours of training were held; all four HSLO's attended; and topics included those specified in the grant.
3. Establishing an advisory council	Yes	Four council meetings were held and minutes were kept.
4. Developing and implementing school-based initiatives and interventions	Yes	Reports of incidents of criminal or delinquent acts were kept; and security plans for secondary buildings (which included plans for the elementary buildings) were developed.
5. Reducing the number of incidents involving violence or vandalism	No	Reports of criminal or delinquent acts increased by 47.0%[4].

[4] This increase may, in part, be due to reporting artifacts such as an increased police presence in the buildings and an increased willingness on the part of students and staff to make reports.

From examining the chart, it can be seen that the project successfully completed four of its activities, but did not complete the fifth.

In the next section, recommendations will be presented.

RECOMMENDATIONS

Prior to offering recommendations, it should be reiterated that the program is, overall, attaining its goal. It is providing a trained, well supervised security staff to the schools on a site-based (secondary buildings) and an on-call (elementary buildings) basis. These recommendations are presented with the aim of enhancing an already effective program.

It should also be noted that the recommendations below are not meant to be exhaustive; the enhancements they suggest may be attainable through other means. The supervisor and staff may want to consider what other means are available and should seek assistance from the Department of Evaluation, Testing, and Research.

- Establish documentation procedures for training sessions. Such documentation could include agenda and sign-in sheets. Minutes of the council sessions should still be kept on file with the training records mentioned above.

- Rates of reported violent/vandalistic incidents, overall, are still increasing. It is unclear whether this is due to actual increases in these types of incidents or increases in reporting (or both). The supervisor should consider obtaining a measure of student and building staff opinion as to whether criminal and/or delinquent behavior is on the rise or the decline.

- The supervisor, with assistance from the CRO's, should consider developing a set of basic security plans, one each for senior high, junior high (middle school), and elementary buildings. These basic plans could address the security considerations all similar level buildings have in common. They also could provide a framework from which additional plans to address those security concerns specific to each building may be developed (by that building's CRO).

APPENDICES

APPENDIX A

TOPICS ADDRESSED IN THE HOME-SCHOOL LIAISON OFFICER TRAINING SEMINARS, FEBRUARY-MARCH, 1991.

- Understanding the role of Project SUCCESS and the outreach officer
- Understanding the strategic planning of the school district into the year 2000
- Understanding the lines of authority in the school district
- Dealing with pregnant teens and teenage fathers
- Helping deal with sexual issues and pressures from peers
- Recognizing signs of alcohol and the alcoholic
- Understanding and dealing with gang members
- Recognizing and learning how to deal with an abusive parent
- Dealing with teen sexual issues
- How to write reports
- Parental involvement in schools
- Choices - drug free
- Recognizing signs of abuse and neglect
- Child abuse
- Ways to conduct home visits and ways to communicate with parents
- Racism
- Black males

APPENDIX A

TOPICS ADDRESSED IN THE HOME-SCHOOL LIAISON OFFICER TRAINING VIDEOS, VIEWED MARCH-JUNE, 1991.

- Gangs
- Spouse and child abuse
- Racism
- Drug (including alcohol and tobacco) abuse
- Teen sexuality
- Teen pregnancy/parenthood
- Developing student self-confidence
- Developing student honesty
- Dropout prevention
- Teen suicide

TOPICS ADDRESSED IN THE CAMPUS RESOURCE OFFICER TRAINING INSERVICES, 1990-91.

- Hand-to-hand combat
- Report writing
- Investigation techniques
- Crowd control techniques
- First aid
- Handcuffing
- Baton training
- Correct handling of evidence
- Drug recognition

APPENDIX B

UNIFORMS/EQUIPMENT PURCHASED AND COST, DURING 1990-91.

Quantity	Item	Unit Cost	Extension
7	Blazers	69.95	489.65
7	Grey ply knit trousers	22.95	160.65
7	Navy blue trousers	35.95	251.65
7	Short sleeve shirts	17.95	125.65
6	Long sleeve shirts	18.95	113.70
6	Nylon jackets (with removable liners)	54.95	329.70
6	Name bars	5.95	35.70
4	Clip on ties	2.95	11.80
3	Campus patrol badges	22.95	68.85
3	Dark navy blue ties	2.95	8.85
2	Pershing caps	21.95	43.90
2	Maglight flashlights	14.95	29.90
2	Flashlight holders	15.95	31.90
1	EX-Large long sleeve shirt	20.95	20.95
1	Mace holder	10.95	10.95
1	S & W handcuffs (pair)	24.95	24.95
1	Handcuff case	14.95	14.95
TOTAL			$1,733.70

APPENDIX C

TOPICS AND CONCERNS ADDRESSED AT THE FOUR SCHOOL SAFETY ADVISORY COUNCIL MEETINGS, 1990-91.

At the October 3, 1990 meeting (six in attendance), it was reported that:

- Parents On Patrol (POP), was formed - it is a group of parent volunteers who attend school functions and aid in crowd control and disturbance prevention;
- A Recommendation was made to hire a "floater" CRO in addition to the ones assigned to the secondary buildings, to aid in the amount of coverage;
- CRO's received refresher course inservices in self-defense, hand-to-hand combat, and search and seizure techniques and in regular book work; and
- A recommendation was made that, for their own benefit, administrators attend the hand-to-hand combat techniques inservices.

At the December 19, 1990 meeting (six in attendance), it was reported that:

- There was a decrease in CRO's due to one resignation;
- Grant funding was going to be used to pay for additional CRO training and to upgrade uniforms;
- CRO assignments were made with regard to obtaining maximum coverage of all school buildings; specifically, one CRO was used as a "floater" and there were plans to hire one additional CRO;
- Some teachers at SHS were assigned radios and were participating in the monitoring of students during the lunch period and the beginning and end of the school day; and
- POP had its second meeting.

At the March 20, 1991 meeting (seven in attendance), it was reported that:

- POP had its second meeting, that 26 parents (six from AHHS) were now active participants, and that the POP jackets and the parents presence appear to have a positive effect on student behavior; and
- Two new CRO's were hired and were soon to be deputized.

APPENDIX C

At the May 25, 1990 meeting (six in attendance), it was reported that::

- POP had its third meeting, that 34 parents (ten from AHHS) were now active participants;
- One more CRO will be hired in next year;
- Each CRO has been furnished with two complete sets of uniforms; and
- The Campus Security Department has two police cars, which will bear their decal, for use at athletic events.

APPENDIX D

MAJOR ELEMENTS FOUND IN THE SCHOOL-BASED SECURITY PLANS DEVELOPED AND IMPLEMENTED IN 1990-91.

SENIOR HIGH PLANS

- Patrol hallways and parking lots during peak hours (the beginning and end of the school day and lunch periods).
  - Identify and write-up outsiders; and
  - Monitor for potential disturbances and intervene as needed.
- Patrol hallways and parking lots during class time.
  - Identify and write-up outsiders; and
  - Monitor for potential disturbances and intervene as needed; and
  - Verify students have hall passes.
- Establish a network of students willing to provide information which will "head off problems".
- Patrol at athletic games, monitor for potential disturbances and intervene as needed.
- Patrol and conduct security checks at dances and special events (e.g., assemblies).
  - Monitor for potential disturbances and intervene as needed; and
  - Verify students' guests from a master list specifying each student and his/her guest;
  - Have all coats checked-in; and
  - Have sufficient lighting.
- Monitor local off-campus sites (e.g., 7-11) for truants.

APPENDIX D

JUNIOR HIGH PLANS

- Patrol hallways and parking lots during peak hours (the beginning and end of the school day and lunch periods).
  - Identify and write-up outsiders; and
  - Monitor for potential disturbances and intervene as needed.
- Patrol hallways and parking lots during class time.
  - Identify and write-up outsiders; and
  - Monitor for potential disturbances and intervene as needed; and
  - Verify students have hall passes.
- Mark all property; etch in all identification.
- Write incident reports.
- Participate in parent conferences.
- Patrol at athletic games, conducting crowd control.
  - Monitor for potential disturbances and intervene as needed.
  - Be on the lookout for suspended students and evict them.
- At the request of building-level administration, make presentations to students on the field of criminal justice and the career opportunities it has.

ELEMENTARY SCHOOL PLANS

- Conduct weekly security checks either by telephone calls or by visits to each building [that feeds into the junior high to which the CRO is assigned].
- Mark all property; etch in all identification.
- Conduct Safetyville presentations.

APPENDIX E

TABLE E.1. NUMBER AND PERCENT OF REPORTED INCIDENTS OF VIOLENCE AND VANDALISM, BY FREQUENCY OF OCCURRENCE AND CHANGE, 1989-90 AND 1990-91.

Type of Violence and Vandalism	Reported Incidents					
	1989-90		1990-91		Change	
	N	%[1]	N	%	N	%
Larceny	70	27.4	80	21.0	10	14.3
Assault	53	20.8	46	12.2	- 7	- 13.2
Disorderly conduct	33	12.9	43	11.4	10	30.3
Trespassing	27	10.6	32	8.5	5	18.5
Weapons	19	7.4	35	9.3	16	84.2
Malicious destruction of property	12	4.7	19	5.0	7	58.3
Drugs (other than alcohol)	12	4.7	10	2.7	- 2	- 16.7
Threats	5	2.0	7	1.9	2	40.0
Truancy	5	2.0	53	14.1	48	960.0
Felonious assault	4	1.6	0	0.0	- 4	-100.0
Possession of stolen property	3	1.2	3	0.8	0	0.0
Breaking and entering	2	0.8	3	0.8	1	50.0
Criminal sexual conduct	2	0.8	9	2.4	7	350.0
Suspicious person	2	0.8	1	0.3	- 1	- 50.0
Runaway	1	0.4	5	1.3	4	400.0
Stolen car	1	0.4	0	0.0	- 1	-100.0
Attempted robbery	1	0.4	0	0.0	- 1	-100.0
Attempted kidnapping	1	0.4	0	0.0	- 1	-100.0
Armed robbery	1	0.4	0	0.0	- 1	-100.0
Alcohol	1	0.4	3	0.8	2	200.0
Possession of beeper	0	0.0	16	4.2	16	-----[2]
Accosting	0	0.0	4	1.1	4	-----[2]
Extortion	0	0.0	3	0.8	3	-----[2]
Child abuse	0	0.0	1	0.3	1	-----[2]
Possession of explosives	0	0.0	1	0.3	1	-----[2]
Unlawful drive away	0	0.0	1	0.3	1	-----[2]
TOTAL	255	100.1[3]	377	99.7[3]	120	47.0

[1] The percents going down each by year column represent the percent of reports during that year.
[2] Not calculable.
[3] Rounding.